

# CHAPTER 5

## Implementation & Action Plan

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### INTRODUCTION

The Bikeways, Trails, Parks, and Recreation Master Plan (Master Plan) is designed to provide guidance for the long-term development of Morgan Hill's bikeways, trails, parks, and recreation system. The plan framework and recommendations will serve the City for at least 20 years. This chapter describes how the Master Plan should be implemented, including a list of priority projects with planning level capital costs, a discussion of maintenance impacts, and funding strategies. A complete capital and operations costs model is included as Appendix C. This implementation and action plan targets short (up to five years), medium (five to 10 years), and long-term investments (10 to 20 years), while positioning the City to take critical steps towards long-term projects.

The tools in this chapter and Master Plan will be used in ongoing decision-making and are designed to be flexible, adaptive, and easily updated by staff. Over time, conditions will change based on evolving interests, trends, issues, and opportunities. The City should reassess and update the implementation and action plan every five years to remain true to community needs and interests, while capitalizing on new opportunities.

This chapter includes the following sections:

- Prioritization Criteria
- Recommended Projects
- Costs and Phasing
- Operations and Maintenance
- Funding Sources and Strategies

## PRIORITIZATION CRITERIA

The following criteria reflect the values and priorities expressed by the Morgan Hill community and mirror the goals presented in Chapter 3. These criteria helped to filter the project proposals and ideas that were ultimately included in this Master Plan. These 10 principles can be used to guide decision-making as changes occur and new ideas emerge. The City of Morgan Hill should plan, prioritize, and implement projects that:

- Improve connections between residences and the network of City parks and facilities;
- Diversify the experiences in the City's parks and along its trails;
- Engage people of all ages and all abilities;
- Support the health and wellness of all community members;
- Inspire a sense of community and place through arts, culture, and historic resources;
- Respond to changing conditions and evolving preferences;
- Ensure equitable access to programs and places for recreation and activity;
- Leverage partnerships to maximize community benefit and use resources efficiently;
- Balance active recreation with unprogrammed open spaces;
- Continue to provide regional recreation destinations for visitors that support economic growth;
- Enhance safety and navigation to key recreation destinations and along popular routes;
- Invest in and maintain existing assets while carefully planning for future growth; and
- Promote financial stability for operation of City facilities.

The provision of bikeways, trails, parks, and facilities will be an ongoing rebalancing based on conditions including funding options, land availability, and potential partnerships. Morgan Hill will pursue projects that support needs identified in the Chapter 2: Existing Conditions and Community Needs. Additionally, many future community needs may be met by other agencies, such as Morgan Hill Unified School District, Santa Clara County, or private developers. Recognizing constrained resources, the community will prioritize some efforts over others and make compromises about meeting other needs.

## RECOMMENDED PRIORITY PROJECTS

Since the adoption of the 2002 Parks and Recreation Master Plan and the subsequent Trails and Bikeways Master Plans, the City has continued to invest in and expand its system through enhancements as well as new facilities. Steady residential development has contributed to the stream of park and recreation facility impact fees and the development of several privately-owned parks. To maintain and build upon this progress, the City will need to reinvest in existing assets, as well as ensuring that the system keeps pace with population growth.

Tables 5-1 to 5-4 summarize the types of projects recommended for the system with planning level capital costs for each facility. Greater detail is provided in Appendix C. Project types include:

- Bikeways
- Trails
- Parks
- Recreation Facilities

### Costs and Phasing

This Master Plan includes short (up to five years), medium (five to 10 years) and long-term (10+ years) projects for the next 20 years, through 2035. To begin implementing this Master Plan, a list of priority projects is provided below. Some of the recommended projects, such as land acquisition, will be implemented strategically as opportunities arise.

The following priority project descriptions include planning-level capital cost estimates as well as approximate operating cost impacts according to the following levels:

- Operating Cost Impact Definitions:
  - Positive - Revenue Generating or Expense Reducing
- Break Even – No additional funds needed as operation will cover costs.
- Limited - Limited operating expense (\$0-10,000 annually)
- Moderate - Moderate operating expense (\$10,000-\$100,000 annually)
- High - High Operating expense (\$100,000+ annually)

A complete list of priority projects including operations and maintenance costs is included in Appendix C.

**Table 5-1: Recommended Bikeway Priority Projects**

Note: Multi-modal intersection improvements are aligned and implemented with the bikeways with which they're associated.

<b>Project Description</b>	<b>Planning-Level Capital Cost</b>	<b>Operating Cost Estimate</b>	<b>Time Frame</b>	<b>Project Reference</b>
Buffered Bike Lanes: Cochrane Rd and Malaguerra Ave from Monterey Rd to Coyote Creek Trailhead	\$1,200,000	Limited	Highway 101 Improvements: 0-5 years; Entire Corridor: 5-10 years	B-B2
Buffered Bike Lanes: Monterey Rd from Tilton Ave to Butterfield Blvd/Watsonville Rd	\$2,400,000	Limited	Downtown: 0-10 years; Entire corridor: 5-10 years	B-B0
Buffered Bike Lanes: Burnett Rd from Monterey Rd to Coyote Creek (Sobrato School Access)	\$750,000	Limited	0-5 years	B-B4
Buffered Bike Lanes: Santa Teresa Corridor, Hale Ave from Tilton Ave to W Main Ave	\$750,000	Limited	5-10 years	B-B3
Buffered Bike Lanes: West Main Ave from Monterey Rd to Dewitt Ave	\$450,000	Limited	0-5 years	B-B1
Protected Bike Lanes: E Main Ave from Monterey Rd to Hill Rd (Live Oak High School Access and Coyote Creek Connection) (Interim step Buffered Bike Lanes)	\$3,800,000	Limited	0-5 years	B-A2
Bicycle Boulevard: Morning Star Dr/Peet Rd from Eagle View Dr to Cochrane Rd to Coyote Creek Trailhead	\$480,000	Limited	0-5 years	B-C1

<b>Project Description</b>	<b>Planning-Level Capital Cost</b>	<b>Operating Cost Estimate</b>	<b>Time Frame</b>	<b>Project Reference</b>
Bicycle Boulevard: Depot Street from E Main Ave to E Dunne Ave	\$380,000	Limited	0-5 years	B-C6
Multi-Modal Intersection Improvements: Monterey Rd Downtown between E Main Ave and E Dunne Ave	\$790,000	Limited	0-5 years	B-D1
Multi-Modal Intersection Improvements: E Main Ave and Butterfield Blvd	\$350,000	Limited	0-5 years	B-D2
Multi-Modal Intersection Improvements: W Main Ave and Hale Ave	\$10,000	Limited	0-5 years	B-D3
Multi-Modal Intersection Improvements: Cochrane Rd and Highway 101 (North & South ramps, Madrone Pkwy and Depaul Dr)	\$130,000	Limited	0-5 years	B-D4
Multi-Modal Intersection Improvements: Monterey Rd and Cochrane Rd	\$350,000	Limited	0-5 years	B-D5
Multi-Modal Intersection Improvements: Butterfield Blvd and Cochrane Rd	\$130,000	Limited	0-5 years	B-D6
Multi-Modal Intersection Improvements: Monterey Rd and Tilton Ave/Burnett Ave	\$120,000	Limited	5-10 years	B-D7

**Table 5-2: Recommended Trail Priority Projects**

<b>Project Description</b>	<b>Planning-Level Capital Cost</b>	<b>Operating Cost Estimate</b>	<b>Time Frame</b>	<b>Project Reference</b>
Multi-Use Trail (Improvements): Pave and enhance access to the existing Madrone Channel Trail (Cochrane Rd to Tennant Ave)	\$1,000,000	Moderate	0-5 years	T-A2
Multi-Use Trails / County Parks & Water District Partnership Projects:  Madrone Channel Trail extension from Cochrane Rd to Burnett Ave  Coyote Creek Trail – Malaguerra Staging Area to Burnett Staging Area  Burnett Ave trail from Madrone Channel Trail to Coyote Creek Trail	\$600,000 (City Expense)	Limited	0-10 years	T-A4 T-A6 T-A7
Multi-Use Trail: Downtown Hilltop Trail connecting Del Monte Ave to the water tower and Hale Ave	\$600,000	Limited	5-10 years	T-A3
Multi-Use Trail West Little Llagas Creek Trail from Main Ave to Spring Ave	\$5,000,000	Moderate	5-10 years	T-A1
Multi-Use Trail: Live Oak High School to the Madrone Channel Trail	\$790,000	Limited	5-10 years	T-A5
Multi-Use Trail: Silveira Park Trail around Atherton Way Hidden Pond with pedestrian bridges	\$1,970,000	Moderate	5-10 years	T-A8
Natural Surface Trail: El Toro Trails (Parking Lot/Trail Head Acquisition and Trail Development)	\$500,000	Moderate	0-10 years	T-B2

Table 5-3: Recommended Park Priority Projects

Project Description	Planning-Level Capital Cost	Operating Cost Estimate	Time Frame	Project
Downtown Parks: Develop Depot Park, Little Llagas Creek Park, Hilltop Park and Trail	\$5,000,000	Moderate	In Process	P-B1
Galvan Park Improvements: Improve handball courts and lighting	\$400,000	Limited	In Process	P-F2
Community Garden: Relocate Community Garden	\$200,000	Break Even	In Process	P-I1
Inclusive Playground: Develop Inclusive Playground at Community Park	\$5,000,000	Moderate	0-5 years	P-A1
New Community Park: Land bank and develop new Community Park (approximately 10 acres east of Hwy 101)	\$2,000,000 (land) \$8,000,000 (construction)	High	Acquire land: 5-10 years Construction: 10+ years	P-C1
New Recreational Open Space: Acquire new recreational open space on the East Side of El Toro Mountain	\$100,00 per acre	Limited	0-10 years	P-E1
New Restrooms: Nordstrom Park	\$350,000	Moderate	1-10 years	P-H1
New Restrooms: Paradise Park	\$350,000	Moderate	1-10 years	P-H2

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Project Description	Planning-Level Capital Cost	Operating Cost Estimate	Time Frame	Project
<b>New Neighborhood Parks:</b> Acquire land and develop two new parks (4-6 acres) -New park in northwest sector -New park west of Hwy 101, between Dunne Rd and Barrett Rd	\$6,190,000 (each)	Moderate	Northwest sector: 0-5 years West of Hwy 101: 10+ years	P-D1
<b>New Recreational Open Space:</b> Acquire new recreational open space in the foothills east of Hill Rd and north of E. Dunne Ave	\$100,000 per acre	Limited	10+ years	P-E2
<b>Nordstrom Park/School Improvements:</b> Improve loop trail, play structures, shade, fitness equipment, others TBD per School District JUA	\$800,000	Limited	0-5 years	P-F1
<b>Off-Leash Dog Area:</b> Add One to Stone Creek or New Park	\$75,000	Limited	0-10 years	P-J1
Enhance Play Environments	\$350,000 per small area \$600,000 per large area	Limited	0-10 years	P-K1
Shade Structures	\$18,500 per structure	Limited	0-20 years	P-L1
<b>Tennis/Pickleball Courts:</b> Add courts striped for both tennis and pickleball at the Community Park/Corporation yard	\$100,000 per 2 tennis courts/4 pickleball courts	Limited	5-10 years	P-Q1
<b>Borello School Park (Peet Road Future School Site)</b> (Joint Use with the School District)	\$1,000,000 - \$2,000,000	Limited - Moderate	0-10 years	P-S



**Table 5-4: Recommended Recreation Facility Priority Projects**

<b>Project Descriptions</b>	<b>Planning-Level Capital Cost</b>	<b>Operating Cost Estimate</b>	<b>Time Frame</b>	<b>Project Reference</b>
Increase Parking: Aquatic Center and Outdoor Sports Center	\$2,500,000	Moderate	In Process	R-K1
Centennial Recreation Center Expansion	\$2,000,000	Positive	0-5 years	R-A1
Villa Mira Monte Phase 1 Parking and Landscape Improvements	\$2,000,000	Break Even	0-5 years	R-E1.a
Outdoor Sports Center Improvements: Phase 1: Sidewalk, lights, irrigation, and restrooms	\$1,500,000	Positive	0-5 years	R-B1.a
Sand Volleyball Complex	\$50,000 Feasibility Analysis \$1,000,000 Construction	Break Even	0-10 years	R-D1
Villa Mira Monte Phase 2 New Buildings and Further Site Improvements	\$3,000,000	Break Even	10+ years	R-E1.b
Expand Preschool at CCC	\$500,000	Positive	0-5 years	R-J1
Baseball /Softball Complex: Develop complex in the SE Quadrant	\$15,000,000	Break Even	5-10 years	R-C1
Install Solar Panels at Recreation Facilities	\$2,000,000	Positive	0-10 years	R-K1

Project Descriptions	Planning-Level Capital Cost	Operating Cost Estimate	Time Frame	Project Reference
Expand Senior Service Center: Conduct a feasibility analysis to determine potential new programming and facilities at the Senior Center Expansion. Possible additional program area and/or adjacent adult day care facility	\$1,000,000 (Existing Land)	Break Even - Moderate	5-10 years	R-H1
Expand Gymnasium Capacity: Construct gymnasium facility at school or City site	\$2,500,000	Moderate	0-10 years	R-F1
Expand Aquatic Capacity: Re-activate splash pad at Community and Cultural Center	\$0	Break Even	0-5 years	R-G1
Expand Aquatic Capacity: Improvements to existing Aquatic Center	\$500,000	Break Even	5-10 years	R-G2
New Community Center: Re-purpose the Friendly Inn as a Community Center and relocate Non-profit Center	\$2,000,000	High	10+ years	R-I1
Outdoor Sports Center Improvements: Phase 2: Add restaurant	\$1,000,000	Positive	5-10 years	R-B1.b

## OPERATIONS AND MAINTENANCE

The City demonstrates effective and efficient service with its park and recreation facility practices. A continued high level of maintenance and operations will be needed as Morgan Hill's system continues to age and as new facilities are added.

The City of Morgan Hill relies on the following sources of funding for maintenance and operations:

- **User Fees:** membership and program services provide the largest percentage of revenue for the Recreation and Community Services Division.
- **Park Maintenance Fund:** receives revenue through voluntary contributions from developers competing in the City's Residential Development Control System.
- **General Fund:** The Park Maintenance Fund receives approximately \$200,000 annually from the City's General Fund to support Park Maintenance.
- **Special Assessments:** Landscaping and Lighting Assessment Districts (LLADs) in Morgan Hill cover a portion of estimated costs of park maintenance, operations, and servicing of improvements to the park(s) in the district. The amount paid by landowners is in proportion to the special benefit they receive from the park improvements.

Maintenance costs, as shown in the cost model, are for grounds maintenance and were approximated based on the current park system. Maintenance costs associated with recommended enhancements and additions are included in the complete cost model in Appendix C. Many of the recommended park improvements, such as enhanced play environments, will not increase maintenance costs beyond the current expected costs. However, certain recommended improvements to existing parks will increase costs beyond the City's standard park maintenance costs (see Table 5-5). Some recommended additions and enhancements to the system described in this Master Plan will increase the City's total maintenance costs, including increased staffing. Other strategies will also help to lower maintenance costs, such as transitioning turf to low-water native landscaping and energy efficiency improvements.

**Table 5-5: Maintenance Impacts of Park Improvements**

	Unit	Annual Amount
<b>Park Maintenance</b> (includes standard park facilities such as turf, play structures, seating, and shade structures)	Per Acre	\$13,500
<b>Restroom</b>	Each	\$50,000
<b>Multi-Use Sports Field</b>	Each	\$35,000
<b>Group Picnic Area (Large)</b>	Each	\$5,000
<b>Dog Park</b>	Each	\$7,500
<b>Total annual maintenance costs of ALL recommended park improvements</b>		<b>\$674,500</b>

As new bike facilities are added to the system, additional maintenance costs will be borne by the City's Public Works and Streets Divisions. New trails will increase annual Parks operations costs.

## CURRENT CAPITAL FUNDING SOURCES

The City of Morgan Hill has relied on the following sources for capital investments in the bikeways, trails, parks, and recreation system:

**Table 5-6: Allowable Uses by Funding Source**

Funding Sources	Uses	
	Capital Facilities	Maintenance
General Fund	Allowed	Allowed
Quimby Act Dedication and Fees	Allowed	Ineligible
Development Impact Fees <sup>1</sup>	Allowed	Ineligible
Voluntary Developer Contributions <sup>2</sup>	Allowed	Allowed
Sales and Special Taxes	Limited	Allowed
User Fees	Limited	Allowed
Finance (Districts or Special Assessments)	Allowed	Allowed
Partnerships	Allowed	Allowed
Grants	Allowed	Allowed

### Annual Funding Sources

- **Park Impact Fees:** These are one-time fees charged to new developments and remodels that meet a specific set of criteria. They are restricted to funding improvements to Morgan Hill's parks system in order to meet the needs of the growing population.
- **Recreation (Community Center) Impact Fees:** Similar to the Park Impact Fee, the Community Center Impact Fee is a one-time fee that funds increased capacity of recreation facilities to meet the needs of new development in Morgan Hill.

<sup>1</sup> Though similar to Quimby Act Fees, Development Impact Fees under the Mitigation Fee Act are separate and are subject to different regulations.

<sup>2</sup> Collected through the Residential Development Control System Process.

### Opportunistic Funding Sources

- **Santa Clara Urban Open Space Fund:** Grants ranging from \$2,500 to \$250,000 fund environmental stewardship and restoration, parks, trails, and public access, environmental education, and urban agriculture/food systems.
- **County of Santa Clara Community Development Block Grant:** Grants fund construction projects that enhance public safety, maintain fiscal responsibility, and support youth. This grant funded improvements to Galvan Park, ending in 2017.
- **Santa Clara Valley Open Space Authority 20% Funding Program:** Annually, funds are allocated to participating cities in the County of Santa Clara based on each jurisdiction's percentage of parcels within the OSA's benefit assessment district. Projects that qualify for funding include land acquisition, environmental restoration, and improvements that provide or enhance open space, including trails, overlooks, and interpretive signage and projects that convert surplus or abandoned lands.
- **School Pedestrian & Traffic Safety Fund:** School and Pedestrian Safety Fees are development fees dedicated to capital improvements that enhance pedestrian and traffic safety at or near schools. This fund is paid by voluntary contributions from residential developers to score points under the City's Residential Development Control System (RDCS).
- **Grant funds:** The City seeks grant funding, when available, to augment other funding sources. The City does not rely on grant funding and does not make any assumptions about future grant funding. Grant funding sources include: Bay Area Quality Management District's Transportation Funding for Clean Air (TFCA), Santa Clara Valley Water District, Caltrans Transportation Development Act (TDA) funds, State Grants, and County Park Funds and Public Health Funds.

## FUNDING STRATEGY RECOMMENDATIONS

The City has a relatively diversified approach to funding its bikeways, trails, parks, and facilities. It will need to continue to diversify and seek new funding sources, especially as the City reaches the 2035 residential population limit set by the voter approved RDCS.

- **Continue to strive for high cost recovery** for operation of recreation Facilities. User fees should be established to balance cost recovery with community access.
- **Continue with General Fund allocations, at approximately the same historic funding level.** Target these funds for reinvestment projects and planning and design projects that benefit the entire community. Increase the General Fund allocation for parks, if the City's financial position allows this.
- **Ensure that land dedicated in accordance with the Quimby Act is consistent with the Master Plan.** When fees are provided in lieu of land, ensure that in lieu fees are adequate to purchase the needed park land.
- **Ensure that park impact fees adequately cover the cost of new park development.** A review and update of the Nexus Study should be conducted on a regular basis through the City's buildout to ensure adequate funding from this source.
- **Actively pursue partnership and cost sharing agreements with other agencies.** The City has very effectively developed partnerships to provide recreation and community services and programs. There are additional opportunities to create partnerships and establish joint use agreements to develop, operate, and maintain facilities. New partnerships and cost sharing arrangements should be explored. Examples of potential new partnerships include encouraging the County of Santa Clara to develop bikeways on County roads with maintenance support from the City, and partnerships with the Open Space Authority and County to connect trails and develop new trailheads.
- **Continue to pursue grants.** The City has effectively used grants in the past for park and multimodal transportation projects. The City should continue to track grants available to public agencies, and apply for those that can fund enhancements recommended in this Master Plan.
- **Encourage volunteerism and community-built projects.** In addition to giving money, some advocacy groups and community organizations have the interest, capacity, and skills to build specialized recreation facilities. Examples of facilities built by volunteers and advocacy groups in other cities include community gardens, bike skills areas, disc golf courses, mountain bike trail networks, hiking trails, dog parks, and museums. The City should establish standards and agreements for community-built projects, and actively encourage organizations that meet City standards to make approved park enhancements.
- **Explore funding for parks and recreation facilities through the transient occupancy tax.** As the City continues to develop regional recreation facilities that support the General Plan sports tourism goals, explore the use of tourism to help maintain destination parks and recreation attractions.

- **Consider voter-supported funding measures when appropriate.** The City should explore the feasibility of voter-supported funding measure to determine whether the community is willing to pay for large recreation facility investments.
- **Continue to utilize voluntary contributions through the RDCS** to fund maintenance and/or improvements relating to park, recreation, bikeways, and trail facilities in a manner that supports the City Council’s sustainable budget strategy. Over the short term, the City should continue to utilize the funds to support ongoing maintenance as is current practice, while developing a long-term strategy to utilize these funds for capital improvement and replacement projects.
- **Evaluate using traffic impact fees** for bikeway improvements.
- **Explore special assessment district opportunities.** In addition to the City’s existing LLADs, explore new special assessment districts to fund capital improvements and maintenance, especially in areas where there is an economic development benefit to facilities, including a Community Facilities District (CFD) for new Downtown Parks.

## SUMMARY

Morgan Hill is a community that values its recreation amenities, historic, historic, cultural, and natural resources. Residents of Morgan Hill live where they play and visitors from across the region come to recreate. The Master Plan supports the continued development of Morgan Hill's bikeways, trails, parks, and recreation system so that it grows and changes with the community. The Master Plan provides a forward-thinking and strategic approach developed through dialogue with engaged citizens, City staff, regional partners, and decision-makers. The more than 1,000 residents who participated in this planning process voiced their support for investing in Morgan Hill's active transportation, parks, and recreation system by expanding the bicycle and trails network, providing more and diversified recreation opportunities, and filling geographic gaps. Over the lifespan of the Master Plan, recommendations and decisions will be tested by economic challenges and shifting attitudes towards parks and recreation services.

The essential function of the Master Plan is to offer a foundation for decision-making, inspiration, and support. Funding options presented in the Master Plan call for a range of tools, both new and existing, drawing on partners and the support of the public. While some projects can be achieved using current resources, the City must identify additional resources, and seize opportunities as they arise to achieve the fully developed system. Successful implementation of the Master Plan requires continuous active involvement from residents, businesses, land owners, and regional partners.